DEPARTMENT OF EDUCATION

1988
WORKING GUIDELINES
ON
INTEGRATION

Student Services Branch
March, 1988

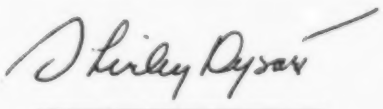
MINISTER OF EDUCATION

There has been keen interest in recent years in providing services and programs to students with exceptional educational needs. Considerable progress has been achieved in integrating these students into the schools and into regular classrooms. Much of the credit for our success to date is due to the outstanding efforts of teachers, other professionals, and support personnel at the district and school level.

This same level of commitment undoubtedly will be required in the future as we move forward in realizing our objective of full integration.

This document, *1988 Working Guidelines on Integration*, is a revised and updated version of a previous statement of the Department on the issue of integration. It is hoped that this more current elaboration will be helpful as the process of integration unfolds over the next number of years. Certainly, the discussion on *Bill 85* and the various services is timely and important.

Thank you for your cooperation in making the public schools of the province accessible to all our students.



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I. INTRODUCTION AND BACKGROUND

The past few years have seen great changes in New Brunswick schools. Many of these changes have been particularly important for students who have exceptional educational needs. In New Brunswick we have always had children with challenging and unique educational needs. In earlier days, however, if these children attended school at all, they attended segregated schools and classes. In these classes special education teachers worked very hard to provide each child with the skills he or she required. While their special needs were attended to in these settings, the pupils had other needs that could not be met because the opportunities for interaction with non-exceptional pupils were rare. Today, however, in increasing numbers, exceptional pupils are participating in regular schools and regular classes.

At this time in the province of New Brunswick, the Minister of Education, through the public school system, is responsible for the education of every child from six to twenty years of age and in some cases for those from three to twenty-one years of age. Education in this context is a broad-based concept aimed at enabling the child to acquire knowledge and develop skills, attitudes and habits which contribute to his or her mental and social well-being. Education in this sense may be defined as the growth of the individual from a state of relative dependence to a state of relative independence in mental, physical, emotional and social development.

Changed attitudes and new policies toward integration in the province have not occured by accident nor have they happened overnight. The concept and the practice have, in fact, been developing slowly for several years, fed by events in other parts of the continent as well as here at home. Recently, increasing demands and positive results have greatly accelerated the speed of integration. The Department of Education has set the year 1992 as the target date for full implementation of integration.

Several factors have worked together to bring about these changes. Perhaps, as is so often the case, the integration movement had its beginning in the United States where court actions taken by advocacy groups led to the passing of Public Law 94-142 which in the United States mandated the child's right to a free, public education.

In Canada, as long ago as 1968, the CELDIC Report *One Million Children* advocated integration and serving all children in regular classrooms rather than in segregated self-contained classes and schools. The report states:

> ... teachers (and others) were made to feel that only specialists could help the handicapped child. In this process, the front line person is made to feel inadequate, and the child is segregated as being different, because of the special treatment provided.
>
> The variations on this theme are legion; but we believe that principles are clear. The child suffers when his difficulty is reinforced and magnified through his separation on the basis of his handicap into a special and isolated group. ..... The conclusions which we draw are obvious. Specialists must spend more time and effort in supporting and strengthening the persons who are responsible for the day to day care of children, and especially the children with emotional and learning disorders. (page 6)
>
> In brief what we recommend is that the help required by a child with an emotional or learning disorder be provided as a right and be provided in such a way that it enhances the child's self-

> esteem, both in his own eyes and in the eyes of others. This help should be provided to the child in his home community through the normal life experiences of children. This places an emphasis on families and upon the regular school classroom. We recommend many ways of supporting families; day care, homemaker services, counselling; and we recommend that the classroom teacher have consultative and specialist help readily available both in the school and from the community to increase his skill and strengthen his role in working with a child with emotional and learning disorders.
>
> In keeping with this, we recommend many changes in the school system generally and a reorganization of special education so that it functions primarily within the regular classroom rather than in separate segregated classes and schools. (page 10)

As a result of these and other events, jurisdictions in Canada began to review their legal responsibilities and introduce mandatory legislation designed to improve educational programs and services for all children.

In New Brunswick, until 1986, the Schools Act of the province made little or no provision for pupils with exceptional educational needs. Pupils with very special needs were provided for under other legislation, specifically the Auxiliary Classes Act and the legislation providing for services and programs administered through the Atlantic Provinces Special Education Authority. The Auxiliary Classes Act made it possible for a school board to refuse admission to school to a person who was certified as "mentally defective to the extent that he is unlikely to benefit from attendance at school".

In 1981, the Minister of Education established a project designed to study the Auxiliary Classes Act of New Brunswick and the provision of services to mentally handicapped children in the province. Claire Correia of School District 20 (Saint John) and Leonard Goguen of l'Universite de Moncton co-chaired this project. After extensive study and consultation, Correia and Goguen reported to the Minister and recommended, among other things, that rather than revising the *Auxiliary Classes Act*, the current *Schools Act* be revised so that the one act would be responsible for providing appropriate education programs and free school privileges for all children. The report generally was well received and there was support for its implementation from advocacy groups within the province.

During this same period in New Brunswick, in Canada and throughout North America, there was a growing awareness of human rights. The Canadian Constitution containing the Charter of Rights and Freedoms was proclaimed. This guarantees certain basic human rights and fundamental freedoms. Society became more accepting of the disabled. Events such as the International Year of the Child and the International Year of Disabled Persons placed special emphasis on the disabled or the exceptional.

Educators, also, were growing and expanding their knowledge and awareness of special needs children. They were learning more about these children - their potential for learning, the ways in which they learn, their needs and where and how these needs can be met.

Parents' expectations played a very big role in securing better educational opportunities for their children. Like all parents, parents of children with special needs hope that their children will become participating and contributing members of the community. They hope they will have friends, an independent living environment, and useful work to do. One mother of an exceptional child shared her feelings for the Department of Education's publication *Integration Means All Our Children Belong*. She says:

> Life is a learning experience! Life is filled with many prejudices and it almost seems unfair that some of this is directed to those who are the most needy of our compassion and assistance.
>
> As a parent I will strive to ensure *all* children are given the opportunity to reach their maximum potential.....
>
> I feel that the greatest gift that we as parents can strive to give our children is the opportunity to learn, to communicate and to be accepted socially in their community. This gift will require adjustments, effort, patience and understanding.
>
> In this growth process known as integration all individuals involved will experience pain, joy, failure, success, defeat and victory. It will be an important lesson of life in their education. We must be tolerant, patient as individuals. As parents we must be advocates of these endeavours. (page 12)

Another parent quoted in the same document says:

> I dream of Daniel taking an apple to his teacher, of packing his lunch for school, of seeing him in a school play, and of him bringing home his report card. These are very ordinary things for most parents, but to the family of a medically fragile child, these are dreams that will bring unexplained Joy. (page 13)

II. BILL 85

These growing trends and influences led to changes in our province's legislation. While the Schools Act has not yet been revised, new legislation commonly referred to as *Bill 85 An Act to Amend the Schools Act* has been proclaimed. This legislation is particularly significant to integration in at least three specific areas. First, as has already been pointed out, the Minister of Education and school boards are now responsible for the education of all children in New Brunswick who qualify by age and residency. The Auxiliary Classes Act and that section of the Schools Act which previously allowed school boards to refuse admission to the public school system to certain children, have been repealed. For the first time all children qualify in the same way for education programs and services.

The second important feature of Bill 85 is its emphasis on individual programming. It defines a special education program as one which provides for services based on an individual pupil's specific needs rather than on any category of handicap. The third significant feature of the new legislation is its requirement to integrate. School boards are instructed to place exceptional pupils in regular classrooms with non-exceptional pupils unless such placement proves detrimental to the needs of the child or other children. Whereas formerly a case had to be made to include an exceptional pupil in a regular class, this section of the legislation requires that a case must be made to remove a child from a regular class.

A closer look at Bill 85 follows with certain sections discussed in more detail.

SPECIAL EDUCATION PROGRAM

BILL 85:	OBJECTIVE:	GUIDELINES:
(1.) "special education program" means an education program that is based on the results of continuous assessment and evaluation and which includes a plan containing specific objectives and recommendations for education services that meet the needs of the exceptional pupil.	To provide a *plan* designed to meet the *identified educational needs* of an individual student. Such a plan must have specific objectives and specific recommendations for educational services which differ from those provided regularly for all students. It requires regular monitoring to determine if and when further adjustments or modifications are necessary.	- Every exceptional pupil requires a "special education program". The development of such a program should focus on a written plan designed to meet the student's individual needs. MAPS (Multi-Action Planning System) is one approach to developing an individual student's plan and is one especially designed to facilitate integration. This written individual education plan or IEP will include: - objectives - methods, strategies, materials and/or equipment - evaluation - responsibility

EXCEPTIONAL PUPIL

BILL 85:	OBJECTIVE:	GUIDELINES:
(1.1) Where qualified persons employed by or acting as agents of a school board determine that the behavioural, communicational, intellectual, physical, perceptual or multiple exceptionalities of a person are such that a special education program is considered by them to be necessary for the person, that person shall be an exceptional pupil for the purposes of this Act.	To determine when the behavioural, communicational, intellectual, physical, perceptual or multiple needs of a student are such that they cannot be met with regular programs and/or services.	- While we recognize that each child is exceptional in some or many ways it is only when these exceptionalities manifest themselves in classrooms in ways that indicate the need for the provision or intervention of trained professional personnel, special facilities or services that the child qualifies as an exceptional pupil. - Such needs must be carefully determined and relevant to particular situations and particular points in time. Any child may have an exceptional need at some point and any child's needs may change from time to time due to circumstances, development or intervention. - Assessment should emphasize the student's strengths and needs for instructional planning purposes rather than emphasizing categorization, labelling or eligibility for existing special programs. - Identification is the responsibility of the school board through their employees and should involve a team including any or all of the following: regular classroom teacher, resource or specialist teacher, parent(s), guidance counsellor, school psychologist, other persons as needed.

PARENT INVOLVEMENT

BILL 85:	OBJECTIVE:	GUIDELINES:
(1.2) A school board shall ensure that parents are consulted during the process of determination referred to in section 1.1.	To develop a cooperative, supportive partnership between school officials, teachers and parents in the education of the child.	- In any such effort, parents should be involved and have a right to participate in planning, especially in matters relating to the child's individual education plan, its development, implementation and follow-up. - Parents have a wealth of important information about the child and should be encouraged to share this with the school. - Parents may need assistance in understanding the child's needs and the support of the school is important. - Informed, supportive parents are necessary for the success of the child's program.

PERSONS 3-21 YEARS OF AGE

BILL 85:	OBJECTIVE:	GUIDELINES:
5(1.1) Notwithstanding the *Age of Majority Act*, the Minister shall provide free school privileges to persons from three to twenty-one years of age inclusive who are exceptional pupils receiving special education programs and services that would, before the commencement of this subsection, have been provided under the authority of the *Auxiliary Classes Act*.	This is a requirement for the Minister, and therefore school boards, to provide services under the regular *Schools Act* to children who were formerly excluded from school and were served under the *Auxiliary Classes Act*. The repeal of the *Auxiliary Classes Act makes* this section necessary.	- The *Auxiliary Classes Act* provided for - *children who are from any physical or mental cause unable to take proper advantage of the public school courses provided for under the Schools Act*. Specific reference is made to children who are mentally retarded and those who are cerebral palsied. - Guidelines for the provision of these services to children between the ages of three to five inclusive will be available from the Department of Education in Spring 1988.

PROVISION OF PROGRAMS AND SERVICES IN PLACES OTHER THAN SCHOOLS

BILL 85:	OBJECTIVE:	GUIDELINES:
5(1.2) Where an exceptional pupil is not able to receive a special education program or service in a school under subsection (1.1), the Minister may provide the program or service in the pupil's home or in an institution approved by the Minister.	To allow for the provision of services in places other than schools.	- This section is not intended as a way of excluding any child from school. - School boards are responsible for educational programs for all children and to the greatest extent possible these programs should be provided in the school. - When the condition and needs of the child so dictate, appropriate programs and services may be provided in the child's home or some institution approved by the Minister. - Examples where the above may apply include: • when a child's condition is medically involved, complicated or fragile • during lengthy periods of hospitalization and/or at-home convalescence due to illness or accident • when a student's uncontrolled behaviour is dangerous to others. • if a child must receive more extensive specialist or remedial care that cannot be offered effectively by ordinary schools - The residential programs provided through the Atlantic Provinces Special Education Authority for children who are visually impaired, hearing handicapped or severely learning disabled fall in this category.

BUDGET

BILL 85:	OBJECTIVE:	GUIDELINES:
9(4.1) The budget provided under subsection (4) shall include provision for special education programs and services.	To ensure that funds are available to provide special education programs and services.	- Funding will be provided to school boards and should be used to provide the following *Required Services*. **Coordination Services** One person whose responsibility it is to coordinate all services required by any student and provided by the school district or other agencies. **Instructional Services** (In addition to regular classroom teachers and administrators) • Methods and resource teachers to assist regular classroom teachers to maintain students in regular classrooms, to assist with identification, assessment, program planning and implementation and follow-up. • Teachers for withdrawal programs where necessary. • Teachers for Home/Hospital tutoring or any at-home program. **Support Services** • Paraprofessional support to assist schools and teachers in the implementation of a student's individual education plan. • Materials and equipment necessary to implement a student's individual education plan. **Counselling Services** For guidance, counselling, meeting program and personal problems, career education, etc.

BILL 85:	**OBJECTIVE:**	**GUIDELINES:** (cont)
		Psychological Services For in-depth assessments, program planning, counselling and consultation with students, teachers and parents. **Health Support Services** It must be recognized that the provision of health support services to education is a necessary but complex matter. The education system will be the consumer of the specialist support services for the benefit of students requiring them. The health system will be the provider of these services. This requires co-operation among Departments and agencies of government and among professionals from different disciplines in working out arrangements for the delivery of services. In addition, because some funding currently exists within the education system, some exists within the health system and some additional funding may be required, the combining of these funds to provide the highest level of service possible will require co-operation and effort. The staffing and services will be provided by the health system for which the Department of Health has primary responsibility but includes, as well, regional hospitals, regional and community health services and, in some instances, professionals in private practice.

PLACEMENT

BILL 85:	OBJECTIVE:	GUIDELINES:
45(2.1) A school board shall place exceptional pupils such that they receive special education programs and services in circumstances where exceptional pupils can participate with pupils who are not exceptional pupils within regular classroom settings to the extent that is considered practicable by the Board having due regard for the educational needs of all pupils.	To place every child in a regular classroom and to maintain an exceptional pupil in the regular classroom for as long a time as possible and for as much of his or her program as possible.	- Programs and plans for all students should start with the regular classroom and each child should be given every consideration to succeed there. - Removal of exceptional pupils from the regular class environment should occur only when extensive and appropriate individual program planning indicates that education in regular classes with the provision of supplementary supports and services cannot meet the student's educational and social needs, or there is clear evidence that partial or full removal is desirable for the welfare of the child or other children. If removal from the regular class is deemed necessary, this should occur for a limited time period and with a goal oriented plan focused on returning the child to his/her regular class.

III. SUPPORT SERVICES

This concept of integration assumes the need for varying support services for all students from the regular or normal student, usually able to deal effectively with the regular program to our most severely disabled students who may require extensive and varied support.

If exceptional students are to live and work in the same "normal" environment as their non-exceptional peers, a range of special services, special supports and special programs must be developed to meet individual needs. These may include minor to extensive curriculum modifications, different evaluation procedures, adapted teaching methods, alternative assignments and materials, resource room programs, adjusted timetables, physical modifications to classrooms and/or buildings. It is important to remember these services are to be provided to "individuals" whose needs differ from one to another and may even differ for the same individual from one time to another. The provision of any support service must always be based on individual educational need rather than eligibility for special programs.

As regular classroom teachers become increasingly responsible for teaching students with more complex needs than the mild learning difficulties previously encountered, they, too, need support. They must have access to support personnel who can assist them in identifying and observing students with special instructional needs. They must have available to them specialist teachers who can assist them in determining the extent of learning needs or delays and also assist them in devising classroom strategies and alternative educational programs designed to meet these students' specific needs. Teachers also need assistance in determining appropriate expectations or goals for exceptional students. We must remember that while it is important to normalize the learning environment for our exceptional pupils, we cannot change these students with their exceptional needs into "normal" students. Because of this, the goals or expectations for the regular students in the classroom will not be appropriate for the exceptional pupils. If integration of the exceptional student is to be successful, however, it is vitally important that appropriate expectations be determined for each student.

PERHAPS THE MOST IMPORTANT THING FOR ANY TEACHER IS TO FEEL HE OR SHE IS PART OF A TEAM WHOSE MEMBERS SHARE THE RESPONSIBILITY FOR THE EDUCATION OF EXCEPTIONAL CHILDREN. The members of this team must be willing and encouraged to collectively contribute skills and resources necessary to carry out individualized education plans based on individualized education needs. While the regular classroom teacher must assume the major responsibility for the education of the children in his or her classroom, no teacher should feel alone in meeting this task.

Other ways of supporting the teacher may include; para-professional support to assist with routine tasks, parent or community volunteers, release time for planning or for consultation with parents or other professionals, visits to observe exemplary practice, inservice in particular areas of concern or reduced class size in certain circumstances.

The school principal has a particularly important role to play in integration. As the on-site educational leader and school administrator, the principal has the responsibility, under the supervision of the superintendent, for the staff, organization, program and services in the individual school. Duties of the principal include directing, coordinating and evaluating the total school program. The Department recognizes that the principal is the senior member of the educational team in the school and, as such, needs administrative and professional support.

IV. SHARED SERVICE AREAS

In order to maintain some children in school, the local school must have access to certain other professional services. Where a school district is too small to have such services on a full-time basis, a more flexible administrative structure must be adopted to enable them to meet these needs. Such a structure will, for example, allow several small districts to work together to obtain these services.

These Shared Service Areas are organized to include the following school districts:

(1) South-eastern New Brunswick - school dists. 14/15/16/17
(2) Southern New Brunswick - school districts 18/19/21/22/23
(3) Saint John city area - school district 20
(4) Central New Brunswick - school districts 09/24/25/26/27
(5) Upper Saint John River Valley - school districts 28/29/30/31/50/54
(6) Chaleur Area - school districts 36/38/42
(7) Miramichi Area/Kent Co. - school districts 08/10/40

Currently the Shared Service Supervisors are the major example of services as described above. Each Shared Service Area has available a person, well qualified by both training and experience, whose task it is to assist school districts with the integration of exceptional students.

V. MOVING AHEAD

At this time it is most important to remember that the process we are considering is a dynamic and evolving one - one that is based in human growth - growth of children, certainly, but also the growth of teachers, administrators and other professionals.

Basic to all that has been said here is the acceptance of the general applicability of special education techniques beyond the confines of the special education class. While there must be a reduction in the number of special education classes there cannot be any reduction in the quality of special education programs and services.

We must continue to work to refine the concept and practice of individualized instruction and we must continue to monitor and revise guidelines and policies in a responsible way.

It will be important for the Department of Education to continue to support school districts in their efforts toward integration. It will also be necessary for the Department of Education to monitor districts in terms of the accessibility and adequacy of services and programs for exceptional pupils. It will be, therefore, necessary for each district to have an overall plan by which to achieve, by the year 1992, integration of all pupils. Such a plan should be developed around a common set of parameters (Bill 85) and should be reported in a uniform format. This plan should provide for a written yearly update of the long-term plan as progress toward integration is made and revisions to original strategies and plans become necessary. It should also include short-term objectives and strategies designed to achieve these objectives.